Discussion Paper

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04/79: ENGLISH AS A SECOND LANGUAGE FOR ADULTS

PROVINCE OF BRITISH COLUMBIA

MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY

DISCUSSION PAPER 04/79

ENGLISH AS A SECOND LANGUAGE FOR ADULTS

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The Division of Continuing Education is interested in your comments on the matters raised in this previously unpublished report. On the back page you will find a convenient mail-in form, or you may respond by more detailed letter to the address given.

Published February 1979
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ENGLISH AS A SECOND LANGUAGE FOR ADULTS:

A REPORT TO THE BRITISH COLUMBIA MINISTRY OF EDUCATION, SCIENCE, AND TECHNOLOGY

December, 1978

" An inconsistency has been created by the lack of service in non-metropolitan areas. While we encourage immigrants to settle in these areas, we discourage them by failing to provide opportunity to learn the language--which of course is the key to their successful settlement in Canada."

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104-05310/

Acknowledgements

The hard work and support of the Advisory Committee, and the earlier work of the many sources cited in the text, have made this report possible. Thanks to everyone who helped to make this a meaningful document.

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PART ONE: A QUICK LOOK AT THE PROBLEM

There is an urgent need in British Columbia for effective teaching programs in English as a Second Language (ESL).

Thousands of people who have lived in B.C. for many years have never learned English. The minimum annual number of immigrants, set by federal policy, is 100,000--many of whom will have already selected B.C. as their home. This growing community of non-English speakers is under a severe handicap.

Without English, immigrants find themselves in one of the most educationally-deprived groups in the province. They may not be able to use the skills they already have. Employment may be hard to find; advancement, technical or vocational training, or any form of upgrading may be impossible. Dependency on government assistance, family breakdowns, and racial tensions often result. Children entering the school system are handicapped by a lack of English and by unfamiliarity with the culture.

ESL programs can help fill this serious need. But they must be equitably distributed. Half the immigrants that arrive in B.C. settle outside Vancouver. Yet only 30% of the present ESL programs are available in those areas.

The need is equally great in Vancouver itself: In March of 1978, there were 591 potential students on the waiting list for ESL at Vancouver Community College. Of those, 54 were turned away. The cause: budget limitations.

This report is based on data gathered from educational personnel, social planners, and counsellors. It attempts to answer two questions:

1. To what extent do existing ESL Programs fill the needs of non-English-speaking adults in British Columbia?

2. What policy and action on the Ministry's part would best fill the remaining needs?

It will suggest programs to narrow the gap between needs and services.

PART TWO: RECOMMENDATIONS IN BRIEF

Greater priority, in the form of the Ministry's leadership, support, and funding, should be placed on ESL services to adults throughout the province. Existing programs should be improved; instructors, program planners, and teacher-trainers should develop greater expertise in ESL services.

Changes are needed in funding, staffing, training, curriculum development, and outreach. The Ministry must make a clear statement of policy before these changes can be made. We therefore recommend a five-year provincial plan for the systematic adoption of the following improvements by the institutions responsible for ESL services:

1. ESL services should be expanded to meet the identified need.

2. A core of full-time, trained instructors should be provided at each institution that offers ESL programs.

3. Pre-service and in-service training should be made available on a continuing basis both to institutional staff and to those working in ESL in the private sector. The training should include components of adult education and community practice.

4. A special ESL curriculum should be developed to care for such special needs as individualized instruction and independent learners.

5. Outreach programs such as industrial English and Open Learning Institute distance programs should be developed to serve groups that have had little or no access to

ESL services.

6. A central resource centre should be established to provide the exchange and development of information and materials, and for pre-service and in-service training. Regional centres should be established to assist both instructors and students, all of them drawing on the central facility.

7. Funds should be provided to meet the full costs of adult ESL programs in colleges and school districts. These include costs of identifying needs, developing programs and curricula, instruction, assessment, support services, and evaluation.

8. Funds should be provided in terms of programs rather than on the present class-hour basis.

PART THREE: A MULTI-ETHNIC SOCIETY

3.1 The flow of newcomers

Canada's multi-ethnic nature will not change in the near future. Federal policy will continue to encourage immigration. In the words of the Special Joint Commission on Immigration Policy:

> "Immigration should be treated in future as a central variable in a national policy."

In bringing its recommendations down to numbers, the Commission spoke of

> "...a minimum level of 100,000 immigrants per annum with a final annual target in excess of this."

In the Commission's policy statement, Dr. Andre Raynauld, Chairman of the Economic Council of Canada, stated his views:

> "Immigration is essential for Canada in relation to both population and economic growth...it can be a stimulating and stable factor in economic development...it will be particularly important at the end of this decade, when the present rapid expansion of the Canadian labour force, owing to the post-war baby boom and other factors, is likely to taper off rather sharply."

Dr. Freda Hawkins, Professor of Political Science at the University of Toronto, points to our rapidly decreasing birth rate (now just .86) as an indicator of the inevitability of immigration to Canada:

> "Like Australia, Canada is also in a period of declining fertility, with a fertility rate now below the replacement level, and we also face the prospect--without immigration--of an aging population."

Although immigration has fluctuated to some extent during the last ten years, it has not dropped below 114,914. During that time, Ontario received the greatest number of immigrants. But the 15.3% received by B.C. gives us a proportion of immigrant population equal to Ontario's. And of the 15,000 immigrants who came to B.C. in 1977, 8,100 came from countries in which English is not widely spoken.

The lack of educational services for this flow of immigrants has resulted in a serious backlog of unfulfilled needs. Many immigrants who have been in Canada for more than three years are just beginning to appear in large numbers in Vancouver ESL classes.

Who are B.C.'s non-English speakers? They may be immigrants, French-speaking Canadians, or migrant workers on work permits. Those classified as immigrants may even have become citizens without effectively speaking English. VCC (Vancouver Community College) reports that, according to the kind of English program offered, citizens recently made up 9 to 45% of the enrolment. Programs offered on a part-time basis attracted the highest number of citizens. Of all those enrolled, 47% had been here for at least a year.

3.2 Their need for educational help

Apart from their need for English, how well educated are our immigrant newcomers? In describing the educational levels of new arrivals, Richmond points out that nominated and sponsored immigrants were admissible to Canada

> "...although their educational and occupational qualifications were much lower than the independent stream."

Periods of unemployment such as we now have, bring an increase in family class immigrants and a reduction in the number of independent ones--those who immigrate without the assistance of sponsorship.

At present, 50% of our immigrants are in the family class--the least-educated class. Independent immigrants and refugees each make up 25%.

In his report on The Undereducated in B.C., Gary Dickinson points out that 29% of B.C.'s adult residents were classified as immigrants. A high proportion of this group were undereducated:

> "In 1971, of the 19,000 adults who spoke neither English or French, some 82%...had less than eight years schooling. In contrast, only 18% of those who spoke English or French were undereducated."

Their most obvious educational needs are for

1. Language
2. Citizenship and culture
3. Survival and life skills
4. Vocational training
5. Basic education

These needs are not mutually exclusive. Educational planning has to take all of them into account.

Even if, contrary to declared federal policy, the flow of immigrants to B.C. were drastically slowed, the basic educational needs of immigrants would still stand out as a major concern for educators.

3.3 Immigrants in the economy

Because human rights legislation prohibits the request of racial information, statistics on immigrants in industry are unavailable. However, it is readily observed that immigrants take work of certain kinds. Sometimes a specific ethnic group will gravitate to a certain occupation or trade.

Dan Henslowe of Canada Employment and Immigration reports that immigrants usually take menial, low-paying jobs that are unacceptable to many Canadian workers. Lumber mills, particularly for the green chain, obviously depend on large numbers of Punjabi workers. In Kitimat, the Portuguese have settled in large numbers at Alcan's encouragement and are now an estimated 25% of the work force.

The real problem is underemployment. Although some immigrants come to Canada with vocational and professional skills, they often have to take less desirable and inappropriate jobs because of their language limitations. Furthermore, as Richmond points out, employment problems for the immigrant are aggravated by non-recognition in Canada of various technical and professional qualifications earned abroad. Further, without adequate English, they do not have access to vocational and upgrading programs. They tend to be relegated to dead-end jobs that do not require English, and that offer no opportunity to learn it--such as chambermaid. They often work only with those of their own language group, thereby retarding their acquisition of the language. They have no opportunity to take positions that offer greater responsibility, or better pay, or that are more desirable.

In Kitimat, for example, Portuguese workers who do not have English cannot pass promotion tests and remain in the least-healthy work situation indefinitely.

Employers also find this obstacle to promotion a disadvantage in the deployment of experienced staff. And those who cannot move upwards because of their language problem are apt to attribute their lack of promotion to discrimination. Stuart Slatter, reporting on his study The Employment of Non-English Speaking Workers: What Industry Must Do, suggests that such a situation tends to lead to labour unrest and racial tensions.

3.4 The other problems: The social cost of language barriers

The social problems that beset non-English speakers are reported by Larry Haberlin (Education and Training Service, Region II of the Ministry of Human Resources), to be in the area of family breakdown, abandonment of the mother and children, alcoholism, and cultural conflict between parents and children. He finds that newcomers need to learn about the services available to them. Transition House, a temporary refuge for abandoned or abused women operated by the Ministry of Human Resources, estimates that between ten and fifteen percent of their clients are unable to communicate in English in any effective way. Assistance can only be given through interpreters.

Cultural differences and suspicion of those "in authority" may discourage immigrants from obtaining help until their problems become overwhelming.

Many of the medical problems among immigrant women have been identified by Dr. H. Zelowicz as having a psychosomatic basis. In a 1977 workshop for professionals, held to discuss the Italian community, he explained that stress resulting from cultural conflict and from isolation from the larger community manifests itself in depression and other forms of psychosomatic illness. He suggests that these problems in Italian women were disproportionate to their incidence in the general population. Human Resources workers and Immigrant Services authorities report an increase in juvenile delinquency on the part of second-generation immigrants. Alienation, particularly from their non-English-speaking mothers, as well as the sense of being in a cultural limbo, are considered to be major contributing factors.

Immigrant workers are reported to have an unusual number of industrial accidents. These may be due either to psychological problems or to lack of safety education--which is available only in English.

3.5 Children: The effect on their schooling.

The problems of non-English speakers extend well beyond their personal

stress. The language limitations of the parents are visited upon the children in terms of poor performance in language-related subjects. A pilot study, An Assessment of the Language Arts in B.C. Schools, showed that

> "...16.4% of the children were classified as needing special assistance due to their different language and cultural background."

The report recommended that

> "...increased attention and assistance be provided to newly-arrived immigrant children whose reading education needs are great."

The inter-generational effect is clearly at work here. Interestingly, though, these children performed at higher levels in mathematics than did children from English-speaking homes.

Further evidence of handicaps for the second generation shows up at university entrance. Their problems with the language are of such a magnitude that 25% of the English placement test, which has been administered to some 40,000 students in the last two years, has been directed toward the language problems of non-native speakers.

3.6 Identifying locations of need

In her report on distance education, Pat Carney, Manager of Gemini North, states that 17.3% of the families in B.C. have mother tongues other than English (See Table 1).

Statistics from Canada Employment indicated that 50% of the new immigrants that have chosen B.C. as their home plan to settle in greater Vancouver; settling the others, who locate in smaller centres is of special concern.

We can use the location of non-English-speaking children as a guide to the presence of adults who need language and citizenship programs. The Ministry reports that 7194 children will have need for special assistance with English in 1978. Statistics on the movement of these students, and on the number of them enrolled in ESL programs, can shed some light on locations of adult need. In 1976, Vancouver showed the largest inflow with 974 students.

3.7 UNESCO'S view

The educational services we provide can play a crucial role in the lives of immigrants. By serving them well, we not only show humanitarian concern for newcomers but help to prevent social ills which inevitably affect our whole society.

In 1976, the member nations of UNESCO recommended certain guiding principles for adult education. One of them focuses on making adult education available to

> "...The most underprivileged groups, whether rural or urban, settled or nomadic, and in particular, illiterates, groups, young people who have been unable to acquire an adequate standard of general education or a qualification, migrant workers and refugees, unemployed workers, members of ethnic minorities...persons experiencing difficulty in social adjustment."

The report also recommends

> "...a rectification of the main inequalities in access to initial education and training in particular, inequalities based on age, sex, social position or social or geographical origin."

As a member nation of UNESCO, Canada has agreed to work toward giving effect to these and other principles. But UNESCO's recommendations

are contradicted by certain conditions that exist in the field of ESL. For example: the institution of a ceiling on the Federal Trust Fund for Vancouver Community College (VCC) and the practice of letting names accumulate on waiting lists for ESL classes.

PART FOUR: PROGRAMS AND PRACTICES

4.1 The need for investigation

To date, ESL services have been provided on an ad hoc basis, with no specific commitment on the part of the Ministry, the colleges, or the school districts. As a result, the field consists of a melange of classes sponsored by, and strongly influenced by Canada Employment and Immigration and certain other groups. All of these classes are noticeably affected by budget swings and vary by institution and from year to year. They are given mainly by instructors on short-term, temporary contracts.

There is a need for consistent data-gathering to determine what services are being provided to non-English-speaking adults in B.C. Precise data on ESL programs is hard to obtain because term lengths and class frequency vary greatly, and not all students continue for the same length of time.

The information currently available from the Ministry of Education, Science and Technology (See Table 2) shows numbers of enrolments in the ENC (English for New Canadians) program. Enrolments refer to registrations of new or continuing students. This information does not tell us how many of B.C.'s non-English speakers are being affected by language instruction. We can only guess at the quality of the instruction by looking at teacher qualifications (See Part Five).

Canada Employment and Immigration reports that 635 people are attending full-time classes in B.C. under its sponsorship--600 at VCC and the rest in Vernon and Prince George. Another 55 study on a part-time basis at Kitimat.

Despite this lack of precise and comparable statistics, it is clear

that ESL services throughout the province fall far short of the need.

> Recommendation: Institutions responsible for adult education should give priority to studying the need for ESL instruction and to providing programs of appropriate length and content.

4.2 The need for more specific programs

Most ESL classes offered throughout B.C. are of a general nature.

The classes at VCC, in which about 1100 students are participating at any given time, best suit the student in his twenties. The majority attracted to classes of this type have adequate formal education. For example: 75% of those enrolled in VCC's half-time, on-site program have at least ten years of formal education. Typically, they are learning English in order to pursue vocational training, academic studies, or better work. Many are working part-time or full-time and studying fifteen hours per week. A survey of intermediate and advanced students showed that 67% of the men and 34% of the women held jobs.

The other major on-site program is sponsored by Canada Employment and Immigration. It has an enrolment of 200 students for a maximum of five months on a six-hour-a-day basis. Of these students 65% have 10 years or more of formal education.

Both of these programs take the global approach--a generalized study of the language. But pilot projects have shown that offering job-related English courses motivates students to learn the language.

> Recommendation: Vocationally-oriented or pre-employment English Programs should be made available. They should be developed in cooperation with vocational institutions such as Vancouver Vocational Institute and the Pacific Vocational Institute.

Recommendation: Content-based, English for Special Purposes programs should be available to the academically-bound student who has identified his field of study. English for Special Purposes could be developed through collaboration with post-secondary institutions.

4.3 ABE and ESL: Should they be combined?

The desirability of integrating ABE and ESL classes in certain circumstances was indicated in a report on a Kitimat pilot project. Additional information is available from the Ministry.

Recommendation: Studies should be made of programs elsewhere in the world that combine Adult Basic Education with ESL.

Recommendation: An experimental ABE/ESL class for selected students should be established and studied, with a view to improving such combined courses in rural areas.

4.4 A broader program: Help at all levels

In practice, intake policies prohibit the admission of intermediate-level students to on-site Canada Employment and Immigration classes. Underemployment is not an acceptable reason for being included in the program. If a person has enough English to get a job of any kind, he is not accepted, even though the jobs he is able to get are totally inappropriate in view of his education and his vocational skills.

Recommendation: Canada Employment and Immigration-sponsored classes should be provided for all levels of language learning to permit learners to reach their full vocational potential. Policies for intake should be established cooperatively by Canada Employment and Immigration and the educational institution that provides the classes.

4.5 Helping the whole family: Removing a barrier

Although Canada Employment policy does not support it categorically, the practice has been to deny pregnant women admission to ESL classes or to terminate their attendance, on the assumption that they will not be part of the work force. This practice carried on at the discretion of Canada Employment and Immigration counsellors, totally ignores the possibility of marriage breakdown, the need of some women to supplement family income or even provide total support, and their personal desire to become members of the work force.

In recent months, Canada Employment has suggested that all family-class immigrants will be excluded from this program in future. Such a retrograde step would be contrary to the UNESCO recommendation, which says that

> "Measures should be taken to offer comparable facilities to housewives and other homemakers and to non-wage earners, particularly those of limited means."

> Recommendation: Admission policy should not differentiate among classes of immigrants. Sponsoring institutions should refuse to offer programs that discriminate this way.

4.6 Co-ordinating the work: An interchange of expertise

Courses in pre-college English are being developed by a number of institutions. There is need for effective coordination between them to take advantage of the curricula and expertise being developed by each.

> Recommendation: Institutions involved in preparing ESL students

for academic studies should arrange to coordinate their efforts for their mutual improvement.

4.7 A Resource Centre: Exploiting VCC's expertise

The on-site, half-time, fee-paying ESL program is the largest program at VCC, serving 1100 students at a time. They attend one of four daily classes for a total of fifteen hours per week. Because of the size of the program, some specialization has been developed, including such courses as pronunciation, concentration on spoken English, reading, and writing. Obviously, this specialization is not possible in less-populated areas. And although VCC tries to assist other institutions and groups, it has no provision to share its experience and expertise, to adapt its programs for use elsewhere, or to provide for exchange of information among those involved in ESL.

> Recommendation: A central resource and development centre should be set up in Vancouver to work closely with regional resource centres. The latter should provide input about needs in non-metropolitan areas and should coordinate pre-service and in-service training for their regions. Models such as the Illinois Centre for ABE and ESL should be visited so that we can benefit from their success.

The main centre in Vancouver should provide

1. Teacher development
2. Curriculum and materials development
3. Information and materials exchange--such as that provided by the British Council's English Teaching Information Centre in London
4. Coordination of pre-service training for those instructors unable to attend courses in Vancouver, or who are ineligible for full university training, but who are in fact teaching.
5. Model classes for practicums for university courses in ESL

6. Research and development

The regional resource centres should serve not only instructors, but also students, who could make use of materials for independent study, and volunteer instructors and other paraprofessionals such as teacher aides and tutors.

4.8 Off-site programs: Correcting an inequality

The off-site programs offered by VCC are mostly general ESL classes like those provided on campus. They are conducted at night in high schools; in the Strathcona district, they are conducted in the morning and evening. There are also some general English classes at the Britannia Centre based on adult coping needs. English and Typing for Office Workers, a vocational ESL program, has been well received by immigrant students seeking to return to former levels of employment. The Britannia program offers child care in conjunction with its classes, to make them more accessible to parents.

VCC also has an outreach program that serves women and preschoolers in their own neighbourhoods, using informal settings such as Neighborhood Houses and churches. A similar program for adults is conducted in schools by the Vancouver School Board. Unfortunately, there is a discrepancy between the two progams that leads to confusion and to an inequity for the participants: the Vancouver School Board classes are offered without charge, whereas VCC charges a fee.

> Recommendation: There should be a consistency of approach in the classes offered to the community where fees are concerned. If necessary, the Ministry should resolve the issue.

4.9 Reaching out: Gearing up for specific needs

Outreach programs for women are sponsored by the Immigrant Services Society in ten centres outside the lower mainland. The ISS program

is an attempt to reach some of those who have no access to institutional ESL classes for reasons such as cultural constraints, family responsibilities, or lack of transportation. It typically serves the older, less-well-educated person who has been in Canada longer than the one who attends on-site classes.

Two English in Industry pilot projects have been conducted, with the help of colleges and other sponsoring agencies, at Jantzen Manufacturing Co. in Vancouver and at Alcan in Kitimat. Descriptions of them are available from the Ministry of Education, Science and Technology.

Women in training, is a highly successful program that integrates ESL with vocational training. It is sponsored jointly by the YMCA, the Ministry of Education, Science and Technology, and CEIC.

A complete scheme for outreach development, succinctly outlined by a British authority, is available on request from the English Teaching Information Centre.

> Recommendation: Institutions should develop outreach programs in the community, and in industry, that are geared to the specific needs and interests of non-English speakers.

> Recommendations: Some instructors have developed programs that are specifically oreiented to students' interests. Provision should be made for them to report their work so that it can be shared through the network of resource centres.

4.10 Pilot projects: Putting success to work

An ESL pilot program was run, in response to a special request from the Ministry of Human Resources, to instruct social assistance recipients who needed language training. The pilot was funded by Canada Employment and Immigration, who had previously turned down many of the program's students when they applied for admission

to regular Canada Employment and Immigration classes offered at VCC. The project was deemed successful, but was not repeated.

> Recommendation: Where an ESL pilot project has proven itself the sponsoring institution should continue the program. It should also seek out other industries and locations where the program could be put to work.

4.11 New pilot projects: Direction is needed

To initiate new pilot projects--such as the successful one described above--seems to consume an unusual amount of time. A well-organized committee could help.

> Recommendation: A committee, made up of representatives of sponsoring agencies such as Canada Employment and Immigration, educational institutions, and Employer's Council, and including representatives of union and management, should be set up to expedite the establishment of industrial and other special English programs. The committee should follow a streamlined procedure, establishing clearly-defined roles, policies, and responsibilities for the agencies it represents. The body could also be responsible for evaluating, and renewing or discontinuing, pilot projects.

4.12 Voluntary groups: They need help and encouragement

In addition to the Immigrant Services Society, other voluntary groups--such as SUCCESS in Vancouver's Strathcona area, the Chinese and Italian Cultural Centres in Vancouver, and various church groups and service organizations--are known to have classes. Unfortunately, these are in no way coordinated with institutional offerings, and get no support in developing their programs. For example: the Baptist Church in Vernon runs a class for women and pre-schoolers with ISS funding. On their own initiative, they have sought help with their classes;

but there is no continuing program available for the development of their instructors or their programs.

In Castlegar, a new volunteer organization recently selected ESL instruction as its first activity--as a result of the stimulus of a workshop sponsored by the Ministry of Education, Science and Technology. But help is needed.

> Recommendation: Where it is appropriate, the use of volunteers in a variety of teaching and non-teaching roles should be encouraged.

> Recommendation: Volunteers should have access to in-service training programs provided by resource centres.

> Recommendation: The leadership in resource centres should support the volunteer programs that exist in colleges, school districts, and the private sector; where these do not fully meet the needs, volunteer programs, with all the appropriate training and support services, should be built into the program.

4.13 Groups not being served: A hidden need

In addition to migrant workers, who are excluded by present government funding policies, there are other groups who are being deprived of educational opportunity. Institutions too often follow the line of least resistance, not bothering to reach out to groups who do not come forward, or to make programs acceptable to groups that reject the traditional approach to learning. By offering programs that clearly do not meet their needs, they are excluding potential learners.

At present, most programs are offered on a "see who comes" basis. The demand has been such that little consideration has been given to those who do not enroll. Others find it hard to progress. Here are some examples:

1. Specific ethnic groups. For reasons of culture, lack of education, or lack of opportunity, some groups--the Portuguese, the Italians, and the Yugoslavs are examples--tend not to enroll in English classes. In the long term, this can result in their becoming a depressed minority with severe social and economic disadvantages.

2. Those who do not progress. Another person not well served by present ESL programs is the one who doggedly continues in the institution but makes no progress. He is described as having reached a plateau. Rather than trying to ease such students out of the program, we should be developing programs in multiple formats, and with a variety of curricula, to meet their needs.

3. Those who are homebound. Many do not get ESL training because they can't get out of the home. The problem may be age or family responsibility. Cultural restraints may prevent women from leaving the home at night. Distance and lack of transportation may deter some. It is the responsibility of colleges and school districts to provide these people with access to the education they need.

4. Those who are undereducated. VCC reports that 65% of students sponsored by Canada Employment and Immigration and 75% of fee-paying students have at least ten years of education. By contrast, only 28% of those enrolled in Neighbourhood English Classes, a VCC outreach program, had ten years of schooling. The Dickinson report The Undereducated in B.C. supports this finding by stating that 82% of non-English speakers in B.C. have eight years of schooling or less.

These figures clearly show that if we wish to reach undereducated non-English speakers, we should place greater emphasis on off-campus programs like the Neighbourhood English Classes. The "see who comes" policy results in an emphasis on helping the better educated, rather than the less-well educated. It also results in a failure to help those who need it most.

Recommendation: A variety of modes of distance education and outreach should be devised to reach those who do not have access to instruction in English.

4.14 Support services: The need for counselling

The complexities of language and cultural difference can result in adjustment problems for the non-English speaker in Canada. He needs careful counselling to plan his education and settlement in B.C., but at present little help is available. At VCC, for example, there is only one counsellor particularly qualified to help these students.

Recommendation: Provision should be made for complete counselling for non-English-speaking students--including assessment, testing, placement, and educational and vocational counselling.

PART FIVE: THE TEACHING FORCE

5.1 Hiring for ESL: Prefer the skilled teacher

The quality of the ESL programs we can offer--like any educational program--depends on the calibre of the planning, the teaching, and the learning materials we can make available.

Teachers trained in ESL methods have shown themselves much more effective than untrained teachers in helping students learn English.

> Recommendation: Teachers with specific ESL experience should be given preference in hiring for ESL programs.

5.2 Overcome insecurity: Permanent teaching positions

The ESL teaching force is affected by the insecurity of their positions and the lack of administrative commitment, planning, and development in their field.

There are 109 ESL teachers outside Vancouver, most of whom are teaching part time on temporary contracts. Of the 138 ESL instructors at VCC, only 49 have full-time permanent contracts; the rest, whether they teach a full day or a few hours a week, are working on a temporary basis. Those on short-term temporary contracts have practically no prospect of more secure employment.

These conditions often drive those with real teaching ability into other lines of work. The insecurity and impermanence of their situation affect their feeling of commitment, retarding their personal growth as teachers and the growth of the program generally.

> Recommendation: There should be permanent instructors in geographic areas with an identified ESL need.

> Recommendation: In institutions with large programs,

serving areas with a high level of need, at least 75% of the ESL instructors should have permanent status.

5.3 Beyond the lower mainland: A need for training

A survey of ESL instructors taken for this report shows a much lower level of training, experience, and professional involvement for those outside the lower mainland than in larger population centres. Not only do these instructors have lower levels of academic education and specialization in ESL and adult education, but they also have less opportunity to develop their institutional skills by way of inservice development.

Of ESL instructors from outside the lower mainland, 75.6% have no specific training in ESL; 82% said they were getting no in-service development; and 56.4% said they did not belong to any professional associations. In contrast, those teaching ESL in Vancouver have much higher levels of education, and only 1.1% said they had no specific ESL training. However, 48.2% have not had more than ten hours of training in adult education and 26.8% said they had no in-service development, and 12.2% said that they did not belong to a professional association. Detailed results of the survey are available from the Ministry.

The B.C. Association of Teachers of English as an Additional Language (TEAL), which serves teachers of both children and adults, reports a total membership of 293 as of June, 1978. Fifty-three of the members are from outside the lower mainland.

In-service ESL training is virtually non-existent in rural areas. Of the total number of respondents to the survey, 42.2% said that they had inadequate access to training. The need for training close to home was mentioned repeatedly by instructors in non-metropolitan areas. Many need in-service training because they have no access to university training--because of distance or failing to meet

admission requirements.

> Recommendation: Regional resource centres should provide a coordinated program of pre-service and in-service development in conjunction with universities.

> Recommendation: Non-credit training should be provided on a long-term, planned, sequential basis.

5.4 Encouraging volunteers: Access to training

There are a number of volunteers teaching ESL in community programs. There is no provision for them to be trained.

> Recommendation: Volunteers should be included in ongoing ESL training programs.

> Recommendation: Regional resource and development centres should provide coordinated and ongoing in-service training for all those teaching ESL--whether they do it in institutions or in the private sector.

5.5 Teacher preparation: The need for classroom experience

A total of 88.6% of the respondents to the survey rated their teacher-preparation as satisfactory, useful, or excellent. Some indicated that their training was satisfactory even though it was not specifically directed to ESL. Some reported that their training was satisfactory, but was only a first step toward becoming an instructor. Better ESL teacher preparation is needed.

Training for ESL teaching is available at UBC, both on-campus and occasionally elsewhere in the province, and at SFU. UBC's program consists of an introductory course at the fourth-year level and advanced study at the master's level. SFU's program consists of a single course at the undergraduate level and includes no practicum.

For those who plan to teach adults, arrangements for practice teaching are made with VCC and the Language Institute at UBC. It is difficult to provide all the students with adequate classroom experience.

> Recommendation: Appropriate adult institutions should enter into an agreement with universities to share responsibility for teacher preparation in the field of ESL.

> Recommendation: Participation in teacher training, by accepting student teachers in their classrooms, should be made a condition of employment for ESL teachers.

5.6 Teaching adults: The need for special training

Present training for teaching ESL does not necessarily include adult education, administration, program planning, work with para-professionals and volunteers, or dealing with multi-ethnic groups --subjects of importance for ESL teachers. Of the 172 respondents to the survey, 59.7% indicated that they had had no more than ten hours of credit or non-credit training for teaching adults.

> Recommendation: At least one course in adult education should be part of the required training for teaching ESL.

5.7 Credit courses: A need for expansion

As noted above, credit courses for ESL teaching of both adults and children have been offered through the province from time to time by UBC. They are not consistently available to instructors outside the lower mainland.

> Recommendation: Where appropriate, the resource and development centres should collaborate with universities and with the Open Learning Institute to make more credit courses in

the teaching of ESL available outside of Vancouver.

5.8 Specialized teaching roles: The need for training

At present there is practically no diversification of ESL teaching roles in the province; there are, however, a variety of tasks requiring different levels of knowledge and skill. Where the number of students and teachers permits, it would seem sensible to have staff members trained for different roles. For example, curriculum development, program and lesson planning, and evaluation should all be done by a highly experienced, qualified person--a master teacher. Interning teachers, para-professionals, and volunteers can handle other tasks, such as language practice and materials preparation--under supervision.

Recommendation: Institutions offering ESL programs should give appropriate study to the utilization of different categories of personnel--master teachers, interning teachers, para-professionals, and volunteers.

Recommendation: Appropriate training should be given teachers in each category.

PART SIX: RESOURCES, RESEARCH, AND DEVELOPMENT

6.1 Resources: The need for development

The development of appropriate ESL resources is a major task that teachers must do outside their student-contact hours. A full-time teaching position calls for 30 hours of activity per week--25 of them in contract with students. In the remaining five hours, the teacher is expected to prepare lessons, mark papers, prepare learning resources, and develop a program of instruction--an extraordinary load. And the funding for ESL programs is such that little release time is available for instructors to do development work. In short, there is little time for teachers to develop ESL resources.

> Recommendation: Release time should be provided to instructors so that they can develop a curriculum.

> Recommendation: Curriculum and teaching materials prepared in the various institutions should be made accessible to everyone in the field of adult ESL.

6.2 Research: The need for organization

The research currently being done in ESL is mainly in the areas of language acquisition, curriculum development, testing, and evaluation. Generally, this work is being done by university ESL faculty, teachers doing graduate work in the field, and by some in other disciplines with an interest in ESL--sociology, psychology, linguistics, adult education, and social work. There is little coordination.

> Recommendation: Efforts should be made to increase cooperative research between universities and other institutions that provide adult ESL teaching.

> Recommendation: The Ministry should establish an advisory committee on research in the areas of adult learning and ESL

to facilitate the initiation of research projects in relation to practical needs.

Recommendation: The Ministry should inform colleges and school districts when funding is given to universities for research in areas related to ESL.

6.3 Pilot project findings: Spreading the word

Some pilot projects--among them the UBC Language Institute TV program and the Jantzen Project--include research. The findings of such projects can be of real value to teachers and to those planning programs in the field.

Recommendation: The Ministry should see that pilot-project findings are publicized in professional journals and newsletters.

6.4 Research information: The need for a central source

There is no comprehensive system in the province for assembling and distributing ESL research results. There is much duplication of effort and wasted time.

Recommendation: The main resource centre should be set up to receive and distribute information about research, possibly through the publication of a research newsletter.

Recommendation: The resource centre should plan and design ESL teaching modules for special purposes, or where indicated give assistance to those seeking specialized materials for particular programs.

PART SEVEN: THE MINISTRY'S ROLE

7.1 The functions of leadership, planning, and coordination exercised by the Ministry of Education need to be brought to bear increasingly on the delivery of ESL programs in the province.

> Recommendation: The Ministry of Education should institute a five-year-provincial plan to improve ESL learning opportunities in B.C. The plan, implemented through the institutions charged with ESL delivery, should accomplish the following:
>
> 1. Establish the increased and improved delivery of ESL as a priority.
> 2. Fund colleges, and where applicable school districts, to do comprehensive needs identification work.
> 3. Provide incentives for adult-oriented programs with an outreach emphasis.
> 4. Establish a main resource and development centre, and a network of regional resource centres, that would relate closely to institutions offering ESL courses.
> 5. Fund ongoing distance-education and volunteer programs for ESL.
> 6. Put special emphasis on the development of ESL in rural areas.

7.2 The present financing of ESL courses

ESL is offered to B.C. adults through college and school-board programs. Each is funded differently--with the exception of those classes in which there is federal-provincial cost-sharing.

We will briefly describe the funding arrangements for program categories that include various aspects of ESL. This is not intended to be a detailed description of administrative procedures; but it should serve to introduce the mechanisms by means of which English language instruction is provided to various segments of B.C.'s population.

1. English for New Canadians

This program is funded jointly by the Province and the Secretary of State of the federal government. The cost-sharing agreement was drawn up and signed in March of 1953. It provides that "direct instructional" costs for Language and Citizenship classes be shared equally by the province and the Secretary of State's department, provided that

a. Participants in the classes are landed immigrants;
b. Participants receive citizenship instruction in addition to language instruction; and
c. Participants are not attending school full-time.

The "direct instructional costs" of the agreement are interpreted to mean instructional salary costs only. An accompanying agreement to share textbook costs was never signed by British Columbia.

The funds available under this agreement are passed along to B.C. educational institutions in the form of grants of up to $18 per instructional hour. Institutions are requested to ensure that ENC programs are accounted for separately. They may create a special trust account for the purpose, into which fees and grants are deposited, and from which instructors are paid.

2. College program funding

Essentially, the present provisions for funding college programs are under revision, and no longer will the local tax base be required to support college programs. At present there are three funding categories for college programs: Academic/Technical, Vocational, and Non-Credit. It is conceivable that some activities relating to the provision of language training may occur under each category.

a. Academic/Technical: Costs of programs in this classification are shared by the province and the local taxpayers. The province contributes 60%; the remaining 40% is made up of student fees and money provided from the local tax base.

Some remedial programs, college foundation programs, or special

academic or technical English programs may be provided at some institutions for students whose native language is not English. These programs may be funded through the institution's Academic/ Technical budgets.

b. Vocational: Colleges receive budgets to train students in the job skills (and related skills) necessary for them to get a job in the vocation of their choice. The province provides 100% of the net cost of these programs. Canada Employment and Immigration occasionally purchases space in these programs, and may sponsor students by providing them with an income maintenance allowance. A number of ESL classes are funded as vocational programs, since job applicants who cannot communicate in English are unlikely to find employment.

As mentioned in Part Four, the C.E.I.C. has indicated its intention to stop assisting sponsored immigrants or wives of employed immigrants in their efforts to attend ESL classes. This change may have a serious impact on vocationally-funded ESL programs.

c. Non-Credit: Colleges offer a number of activities on a cost-recovery basis, where fee revenue should equal expenses. They may, on the other hand, choose to subsidize an activity of social or community significance. Some activities of social or cultural nature may be offered to non-native speakers of English, as a result of which participants may have the opportunity to practice and improve their ability to communicate in English.

3. School-board-program funding

There are two basic categories of school board programs; those that qualify for grant-aid, and those that do not. Classes that do not qualify for grant-aid are funded in the same manner as college non-credit programs--either by the fee revenue, or by the excess fee revenue from a more popular class. These classes may include activities for the non-native English speaker that are similar to those offered by colleges.

Classes that qualify for an instructional grant include such categories as vocational, academic, and community-interest, a number of which qualified for the $12.00-per-instructional-hour grant in 1979. The grant is based on the number of instructional hours provided; any additional cost must be raised in student fees or "subsidized" by more popular classes. In a few cases, school boards provide a modest grant to assist their continuing education program, permitting some classes to operate at a loss.

ESL, Vocational English, and acculturization programs would all qualify for the instructional grant.

7.3 Excluded Groups: The need to serve them

The qualifications for admission to ESL classes exclude most people with temporary visas. The Immigrant Program which provided background material for The Green Paper on Immigration, points out that in 1973 some 81,000 employment visas were issued in Canada. The holders of these visas are for the most part, exluded from ESL classes, and placed in an anomalous position: as migrant workers, they are paying income tax to Canada, yet are denied access to tax-supported benefits.

Some of these people remain in Canada for several years, but are effectively excluded from community participation because of a policy that limits ESL programs to landed immigrants and Canadian citizens.

The UNESCO recommendations, in listing those who should not be excluded from adult education, specifically mentions migrant workers and young people:

> "Each member state should take measures with a view to promoting participation in adult education and community development programmes by members of the most underprivileged groups whether rural or urban, settled or nomadic, and in particular, illiterates, young people who have been unable to acquire an adequate standard of general education or qualification, migrant workers and refugees..."

Recommendation: The Ministry should seek means to alter policies so that those on employment visas and their families can be included in ESL programs.

7.4 Non-resident students: The need to include them

Present policies do not permit non-residents--visitors, in other words,--from attending ESL classes in colleges and school districts.

Recommendation: Visitors and non-residents should be admitted to ESL classes on a fee basis.

7.5 Youth education: a special need

On the matter of youth education, UNESCO says that

> "...Measures should be taken with a view to
>
> a. removing barriers between disciplines and also between types and levels of education;
>
> b. rendering school institutions of higher education and training establishments increasingly open to their economic and social environment and linking education and work more firmly together;
>
> c. bringing together, where desirable, adults and adolescents in the same training programme..."

The experience of those in our secondary schools who are teaching sixteen-to-nineteen-year-olds who do not speak English is that the regular program does not generally meet their needs. Non-English speaking students who enter secondary schools at sixteen or seventeen do not fit into the program well. They often have to be placed as far as six grades below the usual grade for their age. Yet they cling to this free education, which they may unrealistically hope will eventually give them a high-school graduation certificate. Some teachers are requesting their school boards not to admit ESL students over sixteen.

Recommendation: School boards should care for the needs of sixteen-to-nineteen-year-old non-English speakers, even if it is necessary to contract with other institutions to instruct them in their behalf.

7.6 French-Speaking Canadians: English needed

French-speaking Canadian students are included in present programs because of their status as citizens, but need special attention in terms of funding and programs. Free federal programs abound for English speakers wanting to learn French, but free opportunities for French speakers to learn English are limited. In fact, the only program available for them is an intensive summer program at UBC; and because they are native Canadians, the citizenship instruction that accompanies the ENC courses is inappropriate.

Recommendation: The Ministry should secure funding for ESL programs for Canadian citizens who are native French speakers. The programs should be available on the same basis as the Federal French programs for English speakers--a natural extension of federal bilingual policy.

Recommendation: Special arrangements should be made for French-speaking Canadian students so that they are not grouped with immigrant students whose needs include citizenship instruction and acculturization.

7.7 ENC funding: More is needed

Under the English for New Canadians arrangement, only "direct instructional" costs are shared by the Secretary of State's department of the Federal government. This has been interpreted to mean instructional salary costs only.

Recommendation: The Ministry should actively seek funding for the total costs of ENC programs that would include

assessment and counselling of students, release time for curriculum and resources development, and evaluation and research.

Recommendation: Funding arrangments should be made that permit the integration of basic education, academic subjects, and vocational training with ESL.

7.8 The federal textbook program: Getting B.C.'s share

As mentioned earlier in this section, the English for New Canadians program includes a federal cost-sharing program for learning materials. That part of the agreement was never signed, and B.C. has yet to benefit from it.

Recommendation: Provincial authorities should reopen talks with the federal government to take advantage of the federal cost-sharing program for learning materials for adult ESL programs.

Recommendation: The Ministry of Education should negotiate to obtain, free of charge, teaching materials developed in the Federal Language Bureau for use in institutions teaching ESL.

7.9 The Citizenship Act: More Canadians to teach

The new Citizenship Act has recently shortened the waiting period for citizenship to three years from five. This has had the effect of increasing the numbers of citizens in English classes. At VCC the percentage of citizens enrolled in ESL classes rose from 13.9% to 19.7% from March 1977 to March 1978.

Recommendation: Funding for teaching ESL to citizens should be increased to accommodate the effects of the new Citizenship Act.

7.10 The fee structure: An inconsistency

Some institutions offer all ESL programs without charging a fee; others charge for certain types of ESL programs; still others charge for all ESL classes. Research now in progress in the Adult Education Department at UBC may help determine the effect of fees and free classes on enrolment.

Recommendation: The role of fees in adult ESL Programs should be studied.

Recommendation: If there is to be a fee for ESL courses it should not be an obstacle to learning.

7.11 Lifting the ceiling: the need for province-wide extension

The volume of service to landed immigrants in English and citizenship classes at VCC (excluding Canada Employment and pre-college courses) has far exceeded that of service offered in the rest of the province over a three-year period. The severe imbalance between Vancouver and the rest of the province in 1974 and 1975 changed to some extent in 1976 when a ceiling was placed on VCC withdrawals from the Federal Trust Fund. By 1976/77, 29.2% of the hours of instruction were provided outside Vancouver and 70.8% at VCC.

This move, although it helped mitigate the imbalance somewhat, in no way solved the problem or narrowed the gap between needs and services in the province as a whole. Waiting lists continue to exist at VCC. The program outside Vancouver still falls short of meeting the need. Clearly what is needed is an extension of services on all fronts.

An inconsistency has been created by the lack of service in non-metropolitan areas. While we encourage immigrants to settle in these areas, we discourage them by failing to provide opportunity to learn the language --which of course is the key to their successful settlement in Canada.

Requiring VCC to hold the line is not the answer. Its policy of continuous enrolment is now impossible to carry out because of the long waiting period to get into the program.

In March 1978, 591 students were on a waiting list for ESL classes at VCC. Of these, 54 were turned away altogether. It is unlikely that the 591 will still have the desire to follow through when their two to four months of waiting are over; a third usually drop out.

Recommendation: The ceiling on expenditures from the Federal Trust Fund for ESL should be removed. Funding should be provided for ESL in relation to the real costs of specific programs that fill an identified need.

7.12 Coordination: The need to support, promote, and organize

Recommendation: The ABE Coordinator should:

1. Promote ESL needs identification in the various regions of the province.
2. Promote ESL training as a priority in colleges and school districts.
3. Promote an outreach emphasis in ESL for adults.
4. Support programs for teacher development.
5. Support curriculum and resources development and facilitate the sharing of them throughout the province.
6. Make a concerted effort to obtain adequate funding for the real costs of ESL programs.
7. Support distance education and volunteer programs.

7.13 Consultation: The need for a specialist

Recommendation: The Ministry should appoint a dedicated, highly qualified ESL consultant to work under the ABE Coordinator.

Recommendation: The ESL Consultant should contribute to the development of a provincial policy and plan for ESL.

Recommendation: The ESL consultant should have training and expertise in the planning and development of programs for adults, and in the upgrading of skills for teachers.

Recommendation: The ESL Consultant should put emphasis on the improved delivery of ESL programs in rural areas, in outreach programs, and in the provision of English for special purposes, all by integrating ESL with such programs as basic education and vocational training, where appropriate.

Recommendation: The ESL Consultant should:

1. Channel ESL information and resources to regional resource and development centres.
2. Encourage the development of drop-in programs.
3. Encourage the development of volunteer programs in ESL.

PART EIGHT: TABLES

TABLE 1

THE FAMILY MOTHER TONGUE

OF BRITISH COLUMBIA'S FAMILIES

College Region		English	Non-English	Total
1. Vancouver	Families	316,460	113,745	430,205
	%	73.6	26.4	100.0
2. Douglas	Families	450,575	71,725	522,300
	%	86.3	13.7	100.0
3. Capilano	Families	131,600	15,325	146,925
	%	89.6	10.4	100.0
4. Fraser Valley	Families	69,575	20,555	90,130
	%	77.2	22.8	100.0
5. Camosun	Families	185,485	19,290	204,775
	%	90.6	9.4	100.0
6. Malaspina	Families	91,935	12,450	104,385
	%	88.1	11.9	100.0
7. Northern Lights	Families	38,245	7,920	46,165
	%	82.8	17.2	100.0
8. East Kootenay	Families	49,260	8,615	57,875
	%	85.1	14.9	100.0
9. Selkirk	Families	49,230	15,350	64,580
	%	76.2	23.8	100.0
10. Okanagan	Families	124,575	26,475	151,050
	%	82.5	17.5	100.0
11. Cariboo	Families	90,130	16,355	106,485
	%	84.6	15.4	100.0
12. Northwest	Families	53,125	16,220	69,345
	%	76.6	23.4	100.0
13. North Island	Families	75,725	13,770	89,495
	%	84.6	15.4	100.0
14. New Caledonia	Families	80,260	17,445	97,705
	%	82.1	17.9	100.0
Totals		1,806,180	375,240	2,181,420
Percentages		82.7	17.3	100.0

From the Report of the Distance Education Planning Group on a Delivery System for Distance Education in British Columbia (Canada Census - 1976)

TABLE 2

English for New Canadians

1976/77

SCHOOL DISTRICTS	enrol-ments *
Fernie	
Cranbrook	
Windermere	
Nelson	20
Castlegar	
Trail	19
Kettle Valley	0
Princeton	24
Golden	
Quesnel	235
Langley	142
Surrey	122
Delta	198
Richmond	551
Vancouver	662
N. Westminster	241
Burnaby	1046
Maple Ridge	167
Coquitlam	228
N & W Vancouver	430
Sechelt	0
Howe Sound	27
Ocean Falls	0
Queen Charlottes	0
Pr. Rupert	66
Smithers	76
Saanich	0
Pr. George	462
Gulf Islands	50
Lake Cowichan	89
Kitimat	69
Victoria	5
Terrace	180
Sooke	0
TOTAL	5109

COLLEGES	enrol-ments
Camosun	603
Capilano	0
Cariboo	412
Douglas	84
East Kootenay	47
Fraser Valley	416
Malaspina	65
C.N.C.	10
Northern Lights	4
North Island	131
Northwest	0
Okanagan	468
Selkirk	0
TOTAL	2,240
Vancouver Community College, King Edward Campus	11,559
TOTAL	13,799

* note: enrolments refer to registrations. One student may register several times in the year.

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PART ELEVEN: INTERVIEWEES

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